



# **Strategic Migration Partnership**

## **Progress Report**

**April – September 2008**

## **COSLA Strategic Migration Partnership**

### **1. Preface**

- 1.1 During the period of April to September 2008 COSLA Strategic Migration Partnership (CSMP) has continued to develop a wide-ranging and innovative policy agenda to address the most pressing issues in relation to asylum seekers, refugees and migrants.
- 1.2 CSMP has continued to facilitate and promote strong partnership working with key stakeholders, this strong partnership work has been central to delivering positive outcomes for both economic and forced migrants in Scotland. CSMP has maintained a strong tripartite relationship between COSLA, Scottish Government and UK Government on an officer level, which has provided strong strategic leadership. CSMP's proposed migration conference will provide an opportunity for politicians from the three spheres of government to discuss the migration agenda and further nurture a strong relationship.
- 1.3 It was agreed at the August 08 meeting of the Scottish Strategic Coordination Group (SSCG) that the SSCG will be renamed the COSLA Strategic Migration Partnership Board. It was decided that the name was more descriptive of the role it plays and falls in line with the naming conventions used within similar structures elsewhere in the UK. The CSMP Board membership remains unchanged. CSMP Board consists of political representation from seven local authorities and senior officer representation from UK Border Agency, Scottish Government, COSLA, Association of Local Authority Chief Housing Officers, Association of Directors of Social Work, Association of Directors of Education Scotland, Association of Chief of Police in Scotland, NHS Scotland, Department of Work and Pensions, CBI Scotland, Scottish Trade Union Congress, Glasgow City Council and Scottish Refugee Council.

## 2. Demographic Background

- 2.1 Over the last six months COSLA Strategic Migration Partnership has continued to provide collate statistics and provide reports to key partners in Scotland to support them to better target their services. For example, we worked with Glasgow Community Planning and Scottish Refugee Council to collate and analyse available information about migrants to inform the distribution of race equality funds in Glasgow. We provide a range of other organisations with updates in order to ensure that appropriate services are available in the right areas.
- 2.2 Some examples of what we have produced follow, highlighting areas where we require additional information in order to further develop this work.

### EU Migrants

- 2.3 CSMP access UKBA Management Information figures on A8 migrant worker registration published by Local Government Analysis and Research for local authority use.
- 2.4 The Workers Registration Scheme provides us with valuable information about the number of people who are registering to work from the A8 countries. The figures exclude the self-employed, students, the economically inactive and others who chose not to register. It also has limited value in terms of what happens to migrants once they have registered, e.g. how long they remain in Scotland, what employment they take on, where in Scotland they settle and for how long. The data does not include information about migrants from Bulgaria and Romania.
- 2.5 Between April and September 2008 7,480 people from A8 countries registered with the Workers Registration Scheme in Scotland. This is a drop of 2,720 approved applications from April to September 2007 figures, which stood at 10,200 (October 2007 to March 2008 figures are 8,240 applications). The following table uses UKBA data to show where those registrations were made across Scotland:

**Table 2.1: Workers Registration Scheme Applications by Local Authority April-September 2008**

Local Authority	Number of registrations	Percentage
Aberdeen City	395	5.28%
Aberdeenshire	505	6.75%
Angus	495	6.62%
Argyll and Bute	150	2.01%
Clackmannanshire	10	0.13%
Dumfries and Galloway	100	1.34%
Dundee City	170	2.27%
East Ayrshire	45	0.60%
East Dunbartonshire	15	0.20%
East Lothian	55	0.74%
East Renfrewshire	15	0.20%
Edinburgh, City of	740	9.89%
Eilean Siar	20	0.27%
Falkirk	80	1.07%
Fife	625	8.36%
Glasgow City	695	9.29%
Highland	680	9.09%

Inverclyde	10	0.13%
Midlothian	55	0.74%
Moray	115	1.54%
North Ayrshire	30	0.40%
North Lanarkshire	260	3.48%
Orkney Islands	15	0.20%
Perth and Kinross	1,260	16.84%
Renfrewshire	100	1.34%
Scottish Borders	150	2.01%
Shetland Islands	30	0.40%
South Ayrshire	40	0.53%
South Lanarkshire	160	2.14%
Stirling	150	2.01%
West Dunbartonshire	5	0.07%
West Lothian	305	4.08%
<b>Total</b>	<b>7,480</b>	<b>100%</b>

## Asylum Seekers and Refugees

- 2.6 CSMP continues to analyse extracts from the UK Border Agency and produce reports on asylum seeker numbers for partner agencies to assist in the planning and delivery of services. The following analyses give information on the distribution of asylum seekers across Scotland as of September 2008.
- 2.7 As of September 2008 there were 3529 asylum seekers living in 11 local authorities across Scotland. The majority of asylum seekers living in Scotland are in Glasgow. As of September 2008 there were:
- 1921 families in Glasgow, or 3440 individuals
  - 44 families elsewhere in Scotland, or 89 individuals.
- 2.8 These figures are significantly down on the same point last year when there were 2145 families living in Glasgow, or 5241 individuals. The 34% drop in the number of individuals can largely be attributed to the case resolution process which resulted in the closure of more than 1000 families' cases during 2007/08. The fact that the number of households has only dropped by around 10% in the same period, indicates that there are now a higher proportion of single person or smaller households in Glasgow than previously. This reflects wider trends at a UK-level, and clearly has implications in terms of service planning, since single people have different needs to families.
- 2.9 The following tables illustrate the dispersal of asylum seekers across Glasgow, the types of support they are receiving and also show where people receiving subs only support were located during September 2009:

**Table 2.2: Asylum seekers on subs only support across Scotland (September 2008)**

Local Authority	Number of Households
Aberdeen City	2
City of Edinburgh	12
Dundee City	4
East Dunbartonshire	1
East Renfrewshire	1
Falkirk	1

<b>Glasgow City</b>	18
<b>Moray</b>	1
<b>Renfrewshire</b>	2
<b>South Lanarkshire</b>	1
<b>Stirling</b>	1
<b>Total</b>	<b>44</b>

**Table 2.3: Distribution of supported asylum seekers across Glasgow (September 2008)**

<b>Community Planning Area</b>	<b>Households</b>	<b>Individuals</b>
Drumchapel / Anniesland & Garscadden / Scotstounhill	237	496
East Centre & Calton	287	427
Govan & Craigton	264	480
Greater Pollok & Newlands / Auldburn	138	249
Langside & Linn	42	61
Maryhill / Kelvin & Canal	89	131
Partick West / Hillhead / Anderston & City Centre	68	134
Pollokshields East & Southside Central	218	330
Shettleston & Baillieston & Part of Glasgow N.E.	165	215
Springburn & Part of Glasgow N.E.	408	904
Unknown	5	13
<b>Total</b>	<b>1921</b>	<b>3440</b>

**Table 2.4: Breakdown of support type of asylum households in Glasgow (September 2008)**

<b>Support Type</b>	<b>Households</b>	<b>Individuals</b>
Section 4	547	741
Section 95	1374	2699
<b>Total</b>	<b>1921</b>	<b>3440</b>

- 2.10 There is still a lack of data on people once they have been granted a positive decision on their asylum claim. CSMP will continue to work with a range of agencies to improve data available in this respect. The privacy of individual refugees has to be respected, but knowledge of trends around their onward migration, settlement and integration needs are important in terms of service planning.

### 3. Mapping of Core Activity: April – September 2008

#### Migration

##### *CSMP Migration Conference*

- 3.1 During the past months CSMP has been planning a one day conference ‘Managing Migration: A Public Sector Debate on Migration to Scotland’ which will be held in November. CSMP has set up a planning group for the conference, which includes Glasgow, East Renfrewshire, Edinburgh, Highland and Fife Councils.
- 3.2 The two key aims of the conference is: to advance a strong tripartite relationship between COSLA, Scottish Government and UK Government, which will provide strong strategic leadership, and to provide an opportunity for senior officers and politicians to discuss the challenges faced and how challenges can be addressed in this area.
- 3.3 Speakers will include: Meg Hillier MP, Linda Fabiani MSP and Cllr Harry McGuigan. Delegates will include: Elected members, Local Authority Chief Executives, Directors and Heads of services (with an emphasis on Social Work, Education, Housing, Corporate Policy, Economic Development, Equalities and Community Planning), senior representatives from Scottish Government, UKBA, Police, Fire, Health and DWP/JCP.

##### *Informing local authorities of changes to the UK Immigration System - Points Based System, Employer checks and Civil Penalty System*

- 3.4 CSMP has been working closely with UKBA colleagues to make sure Scottish Local Authorities are fully informed of the significant changes to the UK immigration system. CSMP has informed all Directors of Personnel in Scottish Local Authorities of the checks that they need to carry out to ascertain if employees are entitlement to work in the UK and the Civil Penalty System regarding employing illegal workers. The Directors have been notified of the UK Border Agency guidance for employers, the Employers’ Helpline and checking services and the website for employers. In-depth work has been carried out between COSLA Health and Social Care Executive Group and UKBA regarding illegal working in care homes. CSMP has ensured that local authorities were represented at the UKBA Points Based System Regional Event, which provided information and an opportunity to discuss the guidance and support regarding Points Based System.

##### *Assessing the impact of migration on local government services*

- 3.5 CSMP presented a paper to the COSLA Community Wellbeing and Safety Executive group on the impact of in-migration from the enlarging European Union on key local government services. The Executive group agreed that all partners will:
  - Promote the positive impact of migrant workers in terms of helping to meet the demographic challenges in Scotland.
  - Call for more reliable data collection systems which will enable local government to better understand, plan and evidence the composition of their populations, its needs and its dynamics.
  - Support CSMP’s advisory role in the Scottish Government’s research on the impact of migration into Scotland from recent EU accession states.
  - Support CSMP’s proposal to hold a conference to focus on migration.
  - Support CSMP’s work with local authorities to develop appropriate outcome measures which could be reflected in Single Outcome Agreements in the future. The objective is to

ensure that local authorities develop a more strategic and outcome focused approach to migration issues.

#### *National Performance Framework*

3.6 CSMP is working with the Scottish Government on how we can exert a positive influence on population change in Scotland through attracting and retaining migrants.

The Scottish Government's targets regarding population and economic growth in Scotland are:

- To match average European (EU 15) population growth over the period 2007 to 2017;
- To raise the growth rate to the UK level by 2011; and
- To match the growth rate of small independent EU countries by 2017.

3.7 The main concerns attached to continued population decline are a concentrated elderly population; a concentrated socially and economically deprived 'high need' population; and a declining fiscal base which could impact on delivery and/or sustainability of services. A key aim must be to increase and/or stabilise the local population with a good balance of socio-economic groups. In terms of population growth, sustainable inward migration is a key solution.

3.8 CSMP has carried out a full review of all Scottish local authorities' Single Outcome Agreements; the reviews shows that a significant number of local authorities (23) have already included migration issues in their Single Outcome Agreements. CSMP is working with the Improvement Service to encourage and support local authorities to develop a more strategic and outcome focused approach to migration issues. The key vision in which local outcomes sit in will emphasise that sustainable inward migration from beyond the UK is a key solutions to population decline.

3.9 CSMP will look at how migration issues can be prioritised in Single Outcome Agreements, in order for the public, voluntary and business sector to deal positively with the opportunities and challenges that come with an increased migrant population. CSMP will continue to play a role in the process of developing Single Outcome Agreements that meet the needs of migrant workers and the host communities that support them.

#### *Scottish Government research*

3.10 The Scottish Government has commissioned an in-depth piece of research on the impact of migration into Scotland from recent EU accession states and beyond since 2004. The research aims to collate all the existing evidence on the impact of migration into Scotland in one concise document and will identify gaps in evidence. This is a crucial and much needed piece of work and CSMP has been involved in the collation of local authority evidence and has played an advisory role through out the research. The research will be published in January 2009.

#### *Improving local data collection systems -Tayside pilot*

3.11 CSMP has been involved in ongoing work with the Scottish Government and Chief Executives and other senior officers from the Tayside local authorities.

The key overarching themes are:

- Information and advice, quality and appropriateness of information provided to people thinking about moving to Scotland.
- Reputation and communication issues, vulnerable to small scale but high profile incidents hitting the headlines, need to communicate benefits of migrant workers and do some

‘myth busting’. Also a communication issue around the national intention here and how much it is understood.

- Role of employers, both public sector and private sector employers.
- Quality and sharing of data, extent to which information is shared at a regional, national and local level.
- Key tensions, between attracting skilled and unskilled workers; providing support to them to retain them; protecting the vulnerable migrant workers. Clarity at national level about our intentions (e.g. priority sectors) might help resolve some of the tensions. Need to be anticipating and not just reacting.

3.12 General Register Office Scotland (GRO(S)) will work with Tayside authorities to improve the data on migration, especially the improvement on local level data, and to develop indicators of migration at local authority level. The aim of this work is to roll out the data gathering methods identified from the pilot across Scotland.

#### *UKBA Scotland and N. Ireland Stakeholder groups*

3.13 CSMP sit on UKBA Scotland and N. Ireland *Enforcing Compliance with the Law* Stakeholder Group, which aims to tackle illegal working and exploitation of migrant workers. COSLA agree that the enforcement of fair employment hinges on strong communication routes with key agencies, such as local authorities, Gangmasters Licensing Authority, HMRC, police and UKBA. UKBA has produced a draft Memorandum of Understanding (MOU) between UKBA and partner organisations and COSLA will work with local authorities to ensure that they are aware of the MOU and the advantages of communicating with these agencies. CSMP also sit on UKBA Scotland and N. Ireland Managed Migration Stakeholder Group.

#### *English as an Additional Language (EAL) pro-forma*

3.14 CSMP has worked in partnership with the Scottish EAL Coordinating Council Network to produce a pro-forma that will collect data on EAL services in schools. The information aims to provide a centralised database that will enhance our understanding of the numbers of children from EU accession states coming to Scotland and issues affecting EAL services. The pro-forma was sent out to all Scottish EAL services in September with an October deadline for submission.

#### *English as a Second Language (ESOL) Provision*

3.15 The CSMP policy team represent COSLA on the Scottish Government’s National ESOL Panel. The panel is concerned with providing strategic oversight to how ESOL is delivered in Scotland. They have undertaken a number of tasks including establishing a national curriculum and a framework for accreditation and professional development for ESOL teachers. Over the summer we have been involved in a working group of the National ESOL Panel, which aims to tackle the considerable delay faced by people attempting to access ESOL provision in Glasgow. This emerged as an issue of concern for a range of partners including JobCentre Plus through the Move On Group.

#### *Polish Consulate’s after school programme*

3.16 The Polish Consulate in Edinburgh has asked for COSLA’s assistance with expanding support for their proposal for Polish after school provision across Scotland. In short, the proposal is to establish a service to resolve the issue of Polish school children losing their understanding of Polish culture and language. It will be supported by the Polish Ministry of Education and the children will receive a Polish certificate. This will allow them to join the Polish educational system if they wish to

return to Poland. The consulate would like to hold the service in appropriate venues, such as schools.

3.17 COSLA has informed all Heads of Education Services and 12 Local Authorities welcomed the proposal and will consider supporting it once they have more details. These Local authorities are West Dunbartonshire, Glasgow, Inverclyde, Stirling, Moray, Midlothian, Highland, Shetland, West Lothian, Aberdeenshire, Edinburgh and Perth and Kinross Council. The main themes identified by the Councils were:

- Similar services already running or being planned in areas, e.g. Edinburgh, Glasgow, Highland and Stirling;
- Suggestions and proposals of how this service would work best in their area, e.g. supporting the certificate at a distance (Shetland) and reciprocal gestures in assistance with English as an Additional Language support in schools;
- Issues and clarifications that need to be addressed before they can commit to the proposal, e.g. pressure on accommodation and resources in areas where there is already a wide network of after school provision.

3.18 The Polish Consulate will work with CSMP on how this programme is being taken forward in different areas of Scotland.

### **No Recourse to Public Funds**

3.19 Over the summer COSLA's Community Well-being & Safety Spokesperson Cllr Harry McGuigan wrote to the Scottish Government asking them to support joint working between COSLA and Scottish Government to clarify the rights of people with NRPF within the devolved Scottish context. Linda Fabiani (Minister for Europe, External Affairs and Culture) responded positively welcoming this initiative and CSMP will liaise with Scottish Government officers during the second half of the year to take this forward. This work should lead to clarity on local authorities' responsibilities towards different types of migrants.

3.20 CSMP have engaged in UK Border Agency consultation on reform of the Asylum Support system as part of the Simplification Process. CSMP hopes that the reforms can contribute to further reducing destitution and has been involved with discussions with UK Border Agency to this end. CSMP organised two seminars in partnership with UK Border Agency in Scotland to give stakeholders the opportunity to feed into consultation process.

3.21 CSMP have been involved in a Scottish Government working group on Domestic Violence and the Two-Rule. This group aims to provide solutions for people on spouses visas who experience domestic violence, have to leave the family home and have NRPF. CSMP encouraged Scottish Government to invite UK Border Agency to participate in this group. The group has considered a number of measures to relieve destitution experienced by this group of people, but the work has been largely overtaken by Home Office initiatives to tackle the same issue.

### **Human Trafficking**

3.22 The Scottish Government held its first meeting of the Human Trafficking Scottish Stakeholder Group on 19<sup>th</sup> June. CSMP sits on this group along with representatives from City of Edinburgh Council, Dundee City Council, Glasgow City Council, UKHTC, police, LSA, UKBA, Trafficking Awareness Raising Alliance (TARA) and relevant voluntary sector bodies attended the meeting. This group looks at:

- Existing provision;

- Identification of victims;
- Immediate support needs of victims;
- Support during the reflection period;
- The needs of different categories of victims, i.e. victims of trafficking for labour/domestic exploitation, women trafficked for the purpose of commercial sexual exploitation, children under the age of 18.
- Training of front-line staff; and
- Inter-agency links.

## **Citizenship**

- 3.23 A key policy objective for CSMP is to support the integration of new immigrants, refugees and long settled residents through the New Scots programme. CSMP is a member of ABNI Scotland and we have supported ABNI to carry out consultation events on Citizenship in Scottish local authority areas. The aim of the New Scots series is to support and develop local initiatives. The City of Edinburgh Council, ABNI Scotland, Learning Link Scotland and COSLA hosted a Welcoming New Scots Partnership event on April 08. A similar event has been hosted Fife Council 'Welcoming New Scots seminar - Know Fife: Discovering Impacts and Resources' in June 08. Both events looked at how citizenship issues and integration work can be developed in their areas. They were both successful events and well attended by local authority, health, police, Home Office, colleges and voluntary sector representatives.
- 3.24 The CSMP team presented a joint paper with ABNI Scotland on citizenship to the CSMP Board at the August 2008 meeting. The purpose of the paper was to provide an opportunity to discuss how the citizenship agenda can be taken forward in Scotland. This discussion will continue when the future of ABNI is announced.

## **Asylum and Refugee Issues**

### *Gateway and resettlement programmes*

- 3.25 Glasgow City Council has now received two groups of Iraqis who were employed by British agencies in Basra or Baghdad. There are a total of 45 people in the city, many of whom are highly skilled with good English skills. CSMP has attended meetings with the UK Border Agency team in charge of the resettlement and discussed issues including housing, benefits, health and induction. It was agreed that it would be beneficial to have an induction service in Scotland rather than Slough and Glasgow City Council have agreed to develop this with local partners. CSMP will explore the possibility of this service being extended so that it can be used by other Scottish local authorities that participate in Gateway or other resettlement initiatives.
- 3.26 City of Edinburgh Council continues to consider participating in Gateway Protection Programme. CSMP have supported officers to progress this.

### *Family Return Project (Alternatives to detention)*

- 3.27 During the first half of the year, CSMP worked closely with a range of partners including Glasgow City Council, UK Border Agency, Scottish Government and Scottish Refugee Council to develop the Family Return Project as an alternative to detention pilot in Scotland. The aim of the project is to improve systems at the end of the asylum process and to develop ways to reduce the need for enforced removal and detention.

- 3.28 The Family Return Project builds upon the principles of the Informed Returns Programme. This was developed as a means of encouraging voluntary removal by clarifying the families legal status in the UK, explaining their options and signposting to appropriate services such as IOM.
- 3.29 The central element of the programme will be an intervention to family's day-to-day lives, which challenges them to consider their position in Scotland and to examine the perceived barriers to returning home. On joining the project the family will move from their Section 95 accommodation to a self-contained accommodation unit in a central and multicultural area of the city. The role of Social Work is central to the project, and will involve the development of the Lead Professional role. The Social Worker will begin working with the family before they move to the unit and will support them throughout the process challenging issues, empowering individuals and building up skills and confidence for a return.
- 3.30 Evaluation will be central to the pilot. As well as measuring outputs such as the number of people who returned voluntary it is hoped the evaluation will help understanding of barriers to return and identify models for supporting people to return home in a dignified way. It is also hoped that an element of action research can be incorporated into the project where an independent agency will develop tools to support return and then evaluate the impact and refine and further develop the tools. These interventions may be targeted at supporting children within families.
- 3.31 In August 2008 CSMP took a paper to the CSMP Board who endorsed the principles behind the project. UK Border Agency has confirmed that they will fund elements of the project and Scottish Government may also contribute. During the second half of the year we will continue to work to develop the project and will be involved in a programme of stakeholder engagement.

#### *Asylum Support and Accommodation*

- 3.32 UK Border Agency published the incomplete draft of Simplification Bill for consultation during the period. CSMP have attended meetings with UK Border Agency in Croydon as part of the consultation on the reform of the Asylum Support System, to ensure issues affecting Scotland are considered. We have also worked with UK Border Agency in Scotland to arrange two regional consultation events on the reform which were held during September 2008. We hope that the reforms can contribute to further reducing destitution by streamlining the system, particularly at the point of transition from section 95 to section 4 support.
- 3.33 During the first half of the year we worked with Scottish Refugee Council and UK Border Agency's Contract Compliance Team to develop a seminar aimed at clarifying the asylum accommodation contracts and the complaints procedure to grassroots organisations. This will be delivered in October.

#### *Unaccompanied Minors*

- 3.34 Discussions around a potential Guardianship Model for Unaccompanied Asylum Seeker Children was ongoing between Scottish Government, Glasgow City Council, Scottish Refugee Council, Save the Children and COSLA during the first half of the year. Scottish Refugee Council and Save the Children are organising a seminar to contribute to the development of the model, and this will be held in the second half of the year.
- 3.35 Negotiations around UASC Reform having been ongoing during the first half of the year. CSMP has continued to engage with UK Border Agency on this agenda and support Glasgow City Council as they consider participating.

#### *Themed working groups*

- 3.36 The Asylum Casework Stakeholder Group met for the first time in June 2008. The aim of this group is to ensure all partners are working together to ensure the effective operation of the asylum system part of an important mechanism to share information about the asylum process and how it operates within the specific Scottish political, legal and operational context. The group consists of representatives of CSMP, UK Border Agency, Glasgow City Council, IOM and Scottish Refugee Council. The group has agreed to have themed meetings bimonthly. Themes to date include Asylum Support and the Quality Initiative.
- 3.37 During the first half of the year we have identified a number of issues with our Operations subgroup. CSMP plan a review of structures in the second half of the year with the aim of ensuring that our structures continue to enable to deliver our strategic objectives.